



# MISSION HILL-MEDICAL CENTER AREA

## DISTRICT PROFILE AND PROPOSED 1979-1981 NEIGHBORHOOD IMPROVEMENT PROGRAM



City of Boston Kevin H. White, Mayor

Boston Redevelopment Authority Neighborhood Planning Program



1979



The Neighborhood Planning Department of the Boston Redevelopment Authority has prepared this report to assist residents of Mission Hill, City departments and others in the development of a comprehensive neighborhood maintenance and revitalization strategy.

Since 1968 Mission Hill has benefited from a new commitment to Boston's neighborhoods. City investments in new or increased services such as team policing and Open Space Management have enhanced the revival occurring in Mission Hill. The City's support of the Mission Hill Neighborhood Housing Services has produced a unique and successful example of neighborhood-based renewal.

In coming years, the policies regarding institutional growth must be reviewed carefully for their regard to neighborhood and City needs. New development guidelines must be formulated to respond to the projected impacts of the Southwest Corridor project. The ultimate success of this Administration's efforts to revitalize Boston's neighborhoods depends upon the participation of residents in the planning process.

I urge you to study this document and the recommendations it contains, and ask for your participation in the decisions ahead of us.

Sincerely,

in Allhim

Kevin H. White Mayor

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With its spectacular views and proximity to downtown Boston, Mission Hill remains a highly desirable residential area.

### I. Introduction/Summary

Mission Hill is one of Boston's most unique neighborhoods. Focusing on Parker Hill, the second highest point in the City of Boston, two and three family frame structures share an uneasy co-existence with the largest hospital complex in New England. This residential/institutional conflict is common in many of Boston's neighborhoods, but nowhere is it as complex and concentrated as in the Mission Hill neighborhood. Parking, traffic, institutional expansion, and pollution are but some of the concerns held by the residents of the neighborhood in regard to the Medical Center Area.

The residents of Mission Hill are a heterogeneous mix of low and middle income citizens. The district has attracted many young working class residents in recent years drawn by moderately priced apartments and home ownership opportunities. Some residents have been drawn to Mission Hill by its proximity to the Medical Area. These new homeowners and long-time residents of the Hill have been taking advantage of the home improvement and rehabilitation programs offered by the City and the Neighborhood Housing Services operation on Mission Hill. Supported by City improvements such as street lights, sidewalk and street improvements and playgrounds, streets like Delle Avenue are becoming attractive urban residential settings.

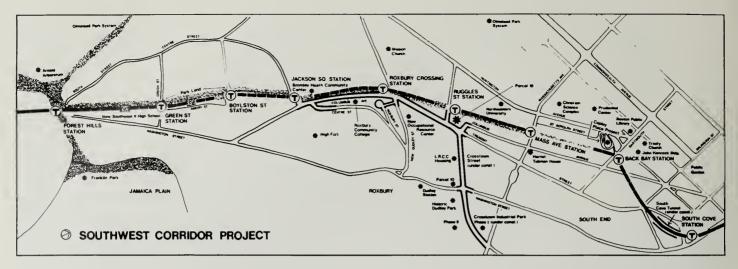
With the construction of the Southwest Corridor Project, new Orange Line rapid transit and Amtrak passenger lines, Mission Hill will receive new transportation service. The Corridor project will also remove the blighting influence of the vacant Corridor site with the construction of a regional park and trail along the Corridor right-of-way. Opportunities for new development will be available adjacent to the new stations, Roxbury Crossing and Ruggles Street, and along the Corridor itself.

Mission Hill contains, or is immediately adjacent to, over 3,500 units of subsidized housing. 2,700 of these units are in the three aging public housing projects, Bromley-Heath, Mission Hill and Mission Extension. While new efforts are being made by the Boston Housing Authority at Mission Hill (main) and Extension and through the Tenant Management Corporation at Bromley-Heath, these projects remain as high priority problems for the neighborhood. More funds should be provided by the federal government for renovation and maintenance and continued initiatives should be made to involve tenants in the planning process. This planning process should result in a master plan for each project. Issues such as security, site design and maintenance should be dealt with in this process.

Past public investment in Mission Hill has focused on the rehabilitation of the public and private housing stock available in the neighborhood. In addition, substantial public investment has been made in street improvements to support housing investment.

Because of its location and housing stock Mission Hill will continue to attract new residents. Programs that assist the upgrading of the housing on Mission Hill must continue to be the highest priority for City funds.

This 1978 Mission Hill profile is intended to assist the residents of Mission Hill and others by describing the issues present in the community and the current plans and proposed strategies being used to deal with those issues.





# II. District Profile

#### A. EXISTING COMMUNITY NEEDS

#### 1. Total District

#### a. Population and Income Characteristics

The composition of people in Mission Hill has shifted in the last 20 years from a closely knit, Irish Catholic, family residential neighborhood to a heterogeneous community of 21,000 people. It is now a multi-ethnic community that in 1970 was 76% white, 17% black and 7% Hispanic. However, over half of the Mission Hill families below poverty level, 70% of the black population and 52% of the Hispanic population, are in the Mission Hill Projects area which contains only 25% of Mission Hill's total population.

Mission Hill is housing an increasing number of students and young professionals; a 1972 market study conducted by Robert Gladstone and Associates indicated that demand for housing is found in all price ranges and all income levels in Mission Hill. Specifically, there is a demand for smaller units created by student growth in the area and a demand by an increasing number of professionals (such as physicians and professors), many of whom desire to reside as close to their work as possible.

While Mission Hill contains the largest concentration of medical and educational institutions in the City, most of the employees reside outside the district and the 1970 median family income in Mission Hill was \$8,400 and is slightly below the City-wide median of \$9,133 (1970).

#### b. Housing

In 1970, 42% of Mission Hill's residential structures were owner occupied. While some distortion of these figures occurs because of the public housing project areas and the Medical Center area, Mission Hill is well below the City owner-occupancy rate of 72%. Only the Triangle Area with 74% exceeds this rate at the Top of the Hill follows with 64%.

The relatively low rate of owner-occupancy creates the traditional problems inherent with absentee-owners, such as lack of maintenance, etc. These



The Mission Church has long been a center of community life on Mission Hill

problems are less severe than other areas of the City, however. A 1974 survey by the Boston Redevelopment Authority (excluding units in the Mission Hill Projects) found that 70% of the housing units were in good condition with minor repairs required, 25% were in fair condition with moderate repairs required and the remaining 5% in poor condition.

# c. Commercial and Institutional Areas

The economic life of Mission Hill is dominated by the institutions of the Medical Area and other educational facilities. While these institutions represent an important employment and service resource to the neighborhood and the City, the problems caused by their density have a great impact on the neighborhood.

The continued reliance on the automobile by employees and visitors has created a situation of critical proportions. Parking, circulation and pollution problems grow daily. New parking structures are proposed in order to ease the pressure on residential streets; however, the construction of new parking facilities may only serve to draw new traffic into the area and exacerbate the problems which now exist. The Medical Area contains fourteen medical institutions, five colleges, three public schools and a temple, as well as a limited amount of housing and retail space. The high density of these uses should be viewed in a positive light as well. Community/institutional cooperation on issues such as recreational facilities can relieve pressures caused by the effects of inflation and declining Federal assistance to the City.

The neighborhood commercial area at Brigham Circle and along Tremont Street provides many needed services to the community. The business district is in need of renovation and improvements in traffic circulation through the Brigham Circle intersection.

City involvement in the business district must depend upon cooperative actions and efforts to be made by property owners and business owners.

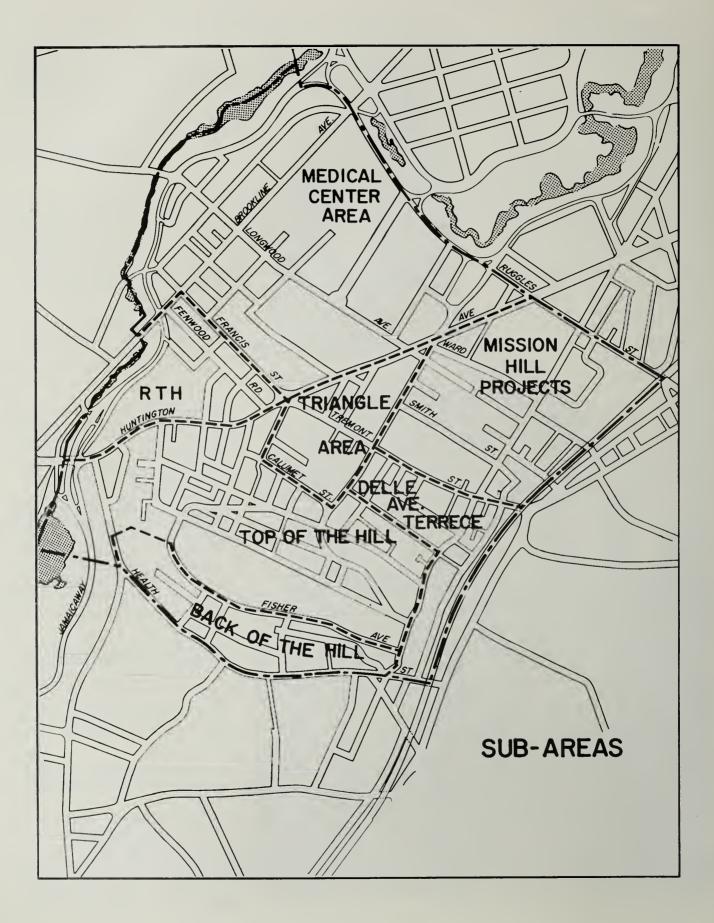
#### d. Transportation

Mission Hill is served by the Arborway branch of the Green Line trolley system. Service to Brigham Circle is adequate; however, passengers are forced to wait exposed to both the elements and traffic hazards on a small reservation in the center of Huntington Avenue. The Mission Hill Planning Commission has recently begun the "Mission Link" shuttle bus service from Brigham Circle to other areas of the Hill. Funded in part by the City's CDBG funds and the institutions on the Hill, the service will be of special value to the neighborhood's elderly citizens.

New transit service to Mission Hill will become available with the construction of the Orange Line through the Southwest Corridor. Stations will be constructed at Roxbury Crossing (Tremont Street) and Ruggles Street. The project is expected to be completed in 1984.

#### e. Community Facilities and Public Improvement Needs Existing Open Space

Mission Hill/Medical Center Planning District currently contains approximately 44.86 acres of public open space. This provides only an average of 2.18 acres/1,000 which is well below the goal of 5 acres/1,000 established for each neighborhood. How-



ever, Jefferson Playground and Olmsted Park are located at the southern boundary and the Back Bay-Fens forms the northwestern boundary. Thus these sites serve Mission Hill/-Medical residents as well. The district is well provided with passive recreation space. Both Evans Park and the 28-acre Riverway which runs the entire western boundary of the district, and 3 smaller landscaped squares provide this type of space.

Active recreation space is limited within the neighborhood. Only 2 of 7 sites, Mission Hill and Park Hill Playgrounds provide active recreation facilities, and as a result, both sites are heavily used. Of these 2 sites, Mission Hill was found in fair condition while Parker Hill was good. The passive sites were all found in good condition.

#### f. Special Facilities

The Boston Parks and Recreation Department maintains 2 indoor recreation facilities, Tobin Municipal Building and Mission Hill Extension. A skating rink, Kelly Rink, is provided by the MDC on the Riverway near Brookline Avenue. Mission Hill is one of only 2 planning districts which does not contain at least one swimming pool. The Hennigan Community School pool, however, is located just south of the district, and partially serves Mission Hill/Medical Area residents.

# 2. Mission Hill: Sub-Areas and Neighborhoods

Information on population, income and housing in this report is derived from the 1970 U.S. Census. The 1970 data for Mission Hill is available on a sub-area basis and for purposes of analysis, seven sub-areas have been designated as shown on the sub-area maps. These sub-areas conform in general to Mission Hill Planning Commission and local neighborhood association boundaries, but vary in some instances to conform to Census boundaries for purposes of data analysis.

#### a. Back of the Hill

The Back of the Hill is a residential area of approximately 540 people. In 1970, the population was 84% white, 14% black, and 2% Hispanic. The housing stock is predominantly two



The "meadow" on the top of Mission Hill should be preserved as community open space.

and three family frame dwellings (96%) with only 3% of the stock in single family homes.

The area includes over 20 acres of vacant land, primarily owned by Lahey Clinic and the Ruggles Baptist Church. Over the past ten years, approximately 150 housing units have been removed by these institutions. Typically, residential buildings were acquired, no major investments made, and demolished as soon as they became vacant or uninhabitable. Redevelopment of this vacant land and preservation of the existing residential structures are major concerns of the City and neighborhood residents. The Back of the Hill Community Development Association working with the Greater Boston Community Development Corporation have developed a proposal of 500 units of subsidized housing for the reuse of this vacant land. The proposal is currently being reviewed by City and other agencies.

Other issues of concern are institutional traffic and parking and the poor condition of the Bromley-Heath housing project.

#### b. Delle Avenue/Terrace

The Delle Avenue/Terrace neighborhood is a residential area of approximately 1,200 people but also contains the majority of Mission Hill's manufacturing and industrial uses. In 1970, the population was 59% white, 17% black and 24% Hispanic. The housing stock is primarily (76%) two and three family wood frame structures with 17% of the stock in single family structures.

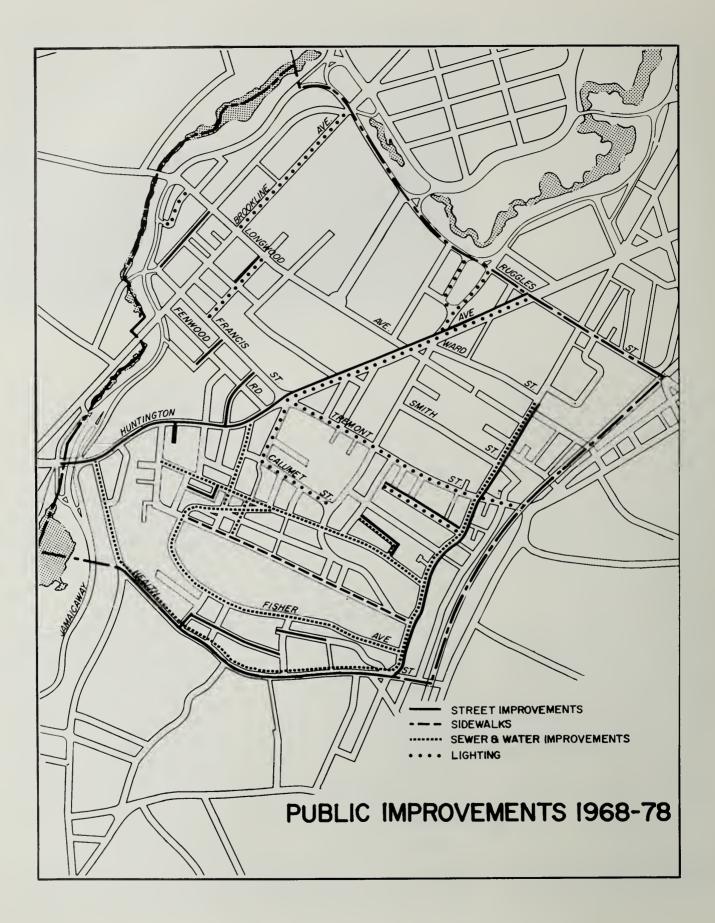
The neighborhood will be impacted by the relocation of the Orange Line and the proposed station at Roxbury Crossing. Other issues of concern are housing problems, industrial blight and reuse of the vacant land in the Southwest Corridor.

#### c. Medical Center Area

The Medical Center Area's land use is almost exclusively devoted to hospital and educational institutions. In 1970, the population was approximately 4,800 and was 97% white and 3%black. In 1970, the area had about 76 residential structures, only 12% of which were owner-occupied. The institutional use of this area has significantly impacted Mission Hill's residential neighborhoods; a major concern of the City and the neighborhood is the need for effective control of institutional expansion.

#### d. Mission Hill Projects

The Mission Hill Projects area contains the Mission Hill Main and Mission Hill Extension public housing projects, other residential structures



and some industrial uses. In 1970, the population was 5,138 and was 38% white, 48% black and 14% Hispanic.

Containing over 1,611 units the two public housing projects contain over half the structures in the area and over three-fourths of the units. The poor condition of the projects is a major concern in the area and in Mission Hill as a whole.

Other concerns focus on the impact of the Orange Line relocation and proposed stations at Roxbury Crossing and Ruggles Street. Industrial and institutional land uses are also a concern.

# e. The Roxbury Tenants of Harvard (RTH)

The RTH neighborhood is a residential area of approximately 1,600 people. In 1970, the population was 84%white, 11% black and 5% Hispanic. The housing stock is primarily two and three family wood frame structures with 1% of the stock in single family structures and about 25% of the stock in masonry multi-family structures.

This is an area where institutional land banking occurred in order to accommodate future expansion. The RTH group, composed of tenants in Harvard owned buildings, organized during the 1960's to challenge the expansion plans of Harvard University and the Affiliated Hospitals Center. RTH subsequently elicited Harvard sponsorship for the exterior rehabilitation of the two and three family homes along Francis Street and Fenwood Road and has received Section 8 subsidies to facilitate interior rehabilitation.

The Mission Park development was completed in 1977 and contains 775 units of subsidized and market-rate housing. This has brought a new look to this area as well as many new residents.

#### f. The Triangle Area

The Triangle Area is a residential neighborhood of approximately 1,500 people. In 1970 the population was 88% white, 7% black, and 5% Hispanic. The housing stock is primarily (75%) two and three family structures with 17% of the stock comprised of one family structures. Residents of the 668 units in the three high rise



The Mission Park housing development has integrated a variety of housing types into the fabric of the community

structures along St. Alphonsus Street are more transient than the rest of the neighborhood and constitute a distinct segment of the community. This neighborhood has the highest owneroccupancy rate (74%) in Mission Hill.

This area, as well as the RTH neighborhood, is one of the residential neighborhoods most heavily impacted by institutional use and expansion in the Medical Center Area. Although the medical institutions have pledged not to expand on the eastern side of Huntington Avenue, previous years have seen conversion of residential units to institutional uses and the neighborhood still suffers under heavy institutional traffic and parking as well as traffic and parking associated with the Brigham Circle business district. A resident parking system will be implemented by the City in order to remedy one aspect of this situation.

The Brigham Circle business district continues to provide many needed services and goods to the Mission Hill community. While the vacancy rate is low, the area is in need of visual improvement. A growing commercial area along Brookline Avenue is of concern to Brigham Circle area merchants and residents.



Since 1968 numerous public investments have been made in Mission Hill such as these sidewalks

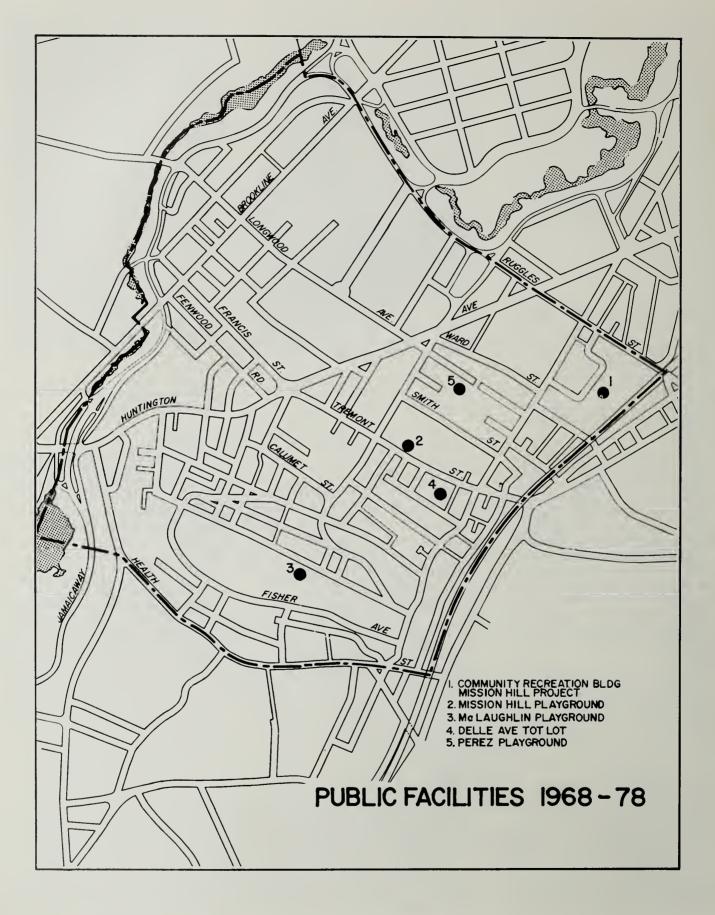
#### g. Top of the Hill

Top of the Hill is a residential neighborhood of approximately 5,800 people. In 1970, the population was 90% white, 6% black and 4% Hispanic. The housing stock is primarily (77%) two and three family wood frame structures.

The New England Baptist Hospital (NEBH) and the Robert Breck Brigham Hospital (RBBH) are the major institutional uses within this neighborhood. The New England Baptist Hospital has recently begun extensive discussions with neighborhood representatives to coordinate its future plans. Other issues of concern in the neighborhood are residential disinvestment, inadequate water pressure and traffic congestion and parking attributed to employees, patients and visitors to NEBH and RBBH.

#### B. PAST MAJOR PUBLIC IN-VESTMENT (1968-1977)

Since 1968, the major thrust of the City's Neighborhood Improvement Program has been in strengthening neighborhoods through the construction and renovation of community facilities and parks, reconstruction of streets, and replacement of sewer and water lines.



The City renovated the Community Recreation Building at 68A Annunciation Road in the Mission Hill Extension and constructed the Perez Playground in Mission Hill Main. The City also expended funds for the renovation of playground facilities at McLaughlin and Mission Hill playgrounds (See Public Facilities map, page 10). During the same period, there were over 21/2 miles of street and sidewalk reconstruction, 3 miles of sewer and water line improvements and almost 2 miles of lighting improvements (See Public Improvements map, page 8).

In the housing area, the Mission Hill Public Housing Projects received almost \$2.5 million in 1975 and 1976 for renovations and security improvements. Since its inception, the Housing Improvement Program has encouraged the private rehabilitation of over 75 homes in the district. This program has been useful in the preservation of Mission Hill's housing stock by offering cash rebates to homeowners who complete certain home improvements.

The Neighborhood Housing Services has been allocated \$190,000 in City funds as a match for Federal funds for its revolving loan program for housing improvements in Mission Hill. NHS has provided loans totaling \$317,826 to 56 homeowners since May of 1975. In addition, the NHS has provided assistance to 46 homeowners in securing conventional bank loans and to 42 homeowners in the investment of personal savings in home improvement activities.

#### C. 1978 PUBLIC INVESTMENT PROGRAM

Major objectives of the 1978 Neighborhood Improvement Program are to: (1) reinforce investments made in the public and private housing stock, while continuing to leverage new housing improvements, (2) preserve residential integrity against the encroachment of medical institutions, (3) reduce the gap between the public and private housing communities, (4) reduce the isolation of the elderly and the growing Hispanic population, and (5) promote neighborhood confidence and image.



The Mission Hill NHS program provide financial and technical support for this handsome renovation. (Photo by Missie Hill Neighborhood Housing Services).

	COMPARATIVE STATISTICS/MISSION HILL/MEDICAL CENTER AREA							
	Total Pop. 1970	Black Pop. 1970	Hispanic Pop. 1970	65 & Over Pop. 1970	Total Resid. Struc. 1970	Owner- Occupied Struct. 1970	Median Family Income 1970	%Famili Below Poverty Level 1970
Back of the Hill	537	73 (13.6%)	13 ( 2.4%)	39 (7.3%)	75	27 (36.0%)	\$ 8,400	9%
Delle Ave/ Terrace	1,151	198 (17.2%)	271 (23.5%)	137 (11.9%)	163	64 (39.3%)	\$ 7,500	18%0
Medical Center Area	4,872	145 ( 3.0%)	0	298 ( 6.1%)	76	9 (11.8%)	-	-
Mission Hill Projects	5,138	2,474 (48.2%)	738 (14.4%)	572 (11.1%)	210	39 (18.6%)	\$ 4,500	37%
RTH	1,607	171 (10.6%)	76 (4.7%)	200 (12.4%)	152	5 (3.0%)	\$ 8,400	8%
Triangle Area	1,466	106 ( 7.2%)	78 (5.3%)	163 (11.1%)	104	77 (74.0%)	\$11,500	5 %
Top of the Hill	5,782	367 (6.3%)	248 ( 4.3%)	810 (14.0%)	493	315 (63.9%)	\$ 8,400	8 %
Total District	20,553	3,534 (17.2%)	1,424 ( 6.9%)	2,219 (10.8%)	1,273	536 (42.1%)	\$ 8,400	
City	641,071	104,206 (16.3%)	17,984 ( 2.8%)	81,718 (12.7%)	80,700	58,100 (72.0%)		\$ 9,133

#### 1978 PUBLIC INVESTMENT PROGRAM

1. Housing	
Housing Improvement Program \$ Neighborhood Housing Service — revolving loan fund Boarding and Demolition — of vacant buildings Open Space Management — of vacant lots	65,000 25 50,000 40,000 30,000
Mission Hill Housing Project ( and Extension)	Main
- Open Space Management (grounds beautification)	25,000
<ul> <li>Mission Hill — Main — Buil</li> <li>Program developer and</li> </ul>	lding 19
<ul> <li>YMCA Hispanic programs</li> <li>Mission Hill Extension</li> </ul>	15,000 25,000
renovations	65,000

#### 2. Human Services

Senior Shuttle	17,000	
Hennigan Community School		
- Senior Citizen Home		
Help Aid	10,000	
(youth assisting the elderly)		
— After School Day Care	10,000	
3. Neighborhood Improvement	ts	
Street lights and Sidewalks		
- Fenwood Road (Vinning to		
Huntington)	72,000	
<ul> <li>Pontiac Street</li> </ul>	80,000	
Street and Sidewalk Improvement	ents	
(Calumet Street, Delle Avenue,		
Ilillaida Street Iroqueia Street		

Hillside Street, Iroquois Street,

Oswald Street, and Sewall

Street) 131,200

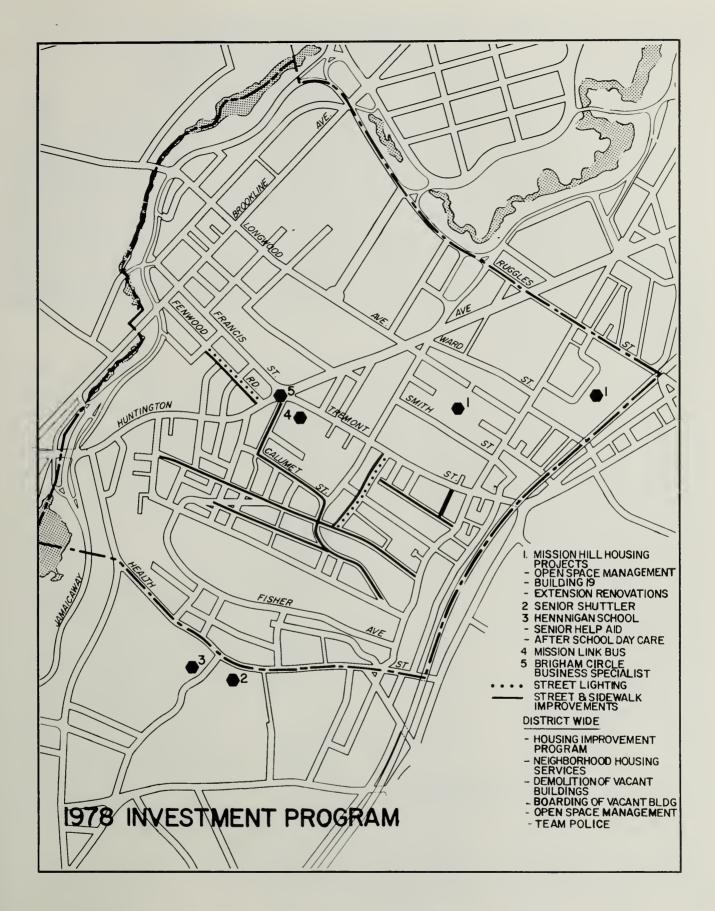
#### 4. Public Safety

The "Team Police" concept of the Mission Hill and Bromley-Heath Housing Projects will be expanded to cover all of Mission Hill.

### 5. Commercial District

Shuttle Bus25,000Marketing and Business Development<br/>Specialist18,000

Total Neighborhood Improvement Program \$678,200



### III. Proposed Comprehensive Neighborhood Revitalization Strategy

#### A. Housing Development Strategy

The presence or establishment of a neighborhood association is an important factor in maintaining positive attitudes and in creating a mechanism whereby the neighborhood can gain a greater degree of control over its own destiny. It is generally acknowledged that if a significant proportion of the neighborhood's residents make a commitment to try and improve the neighborhood, that other residents not initially involved become involved and make greater efforts. Some of the steps that can be taken to reverse residential disinvestment by increasing neighborhood participation, improving the physical quality of the neighborhood and attracting more families and owner occupants are:

1. Ensure Credit Availability: Lending institutions must be encouraged to provide mortgages and home improvement loans to families throughout Mission Hill. The City and community groups should work in concert to ensure this. The requirement by the State Banking Commissioner for disclosure by banks of sources of deposits and mortgage lending patterns and the establishment and working of the Mortgage Review Board provide opportunities to increase the general availability of credit throughout Mission Hill and should be supported and continued. The City should continue its positive public relations efforts and work with bankers, realtors, appraisers, etc., to make them aware of Mission Hill's attributes.

The strategy to combat residential disinvestment must rest to a great extent upon the participation and the attitudes of the area's residents. Rehabilitation incentives, capital improvements, etc., can only play a minimal role unless the neighborhood residents are actively involved and generally perceive that things are going to get better.

2. Provide Rehabilitation Incentives: Continuation of the Housing Improvement Program (consisting of counseling, technical assistance and a 20% or 40% cash rebate to owner occupants of 1-6 family structures who



The vacant buildings on Wait Street are one of the neighborhood's prime concerns

complete certain housing improvements) will provide the needed incentive to a large portion of Mission Hill. An analysis of 20% and 40% program should be undertaken to determine if major modifications are needed. All HIP income limits should be waived in weak market areas in order to attract increased rehabilitation in these areas.

Continue the 50% program; this program provides a 50% rebate to elderly homeowners who complete certain housing improvements. The 20%, 40%, and 50% HIP programs are available throughout Mission Hill.

The Mission Hill Neighborhood Housing Services program should continue to be supported and a deep rehab incentive program should be initiated to encourage rehabilitation of abandoned buildings which could be saved.

Utilization of rental subsidies under the Federal Section 8 Leased Housing Program or the State 707 Leased Housing Program could provide incentives for owners to rehabilitate their housing. Sections 8 and 707 provide subsidies to owners renting apartments (that conform to certain housing code standards) to low and moderate income tenants; this subsidy provides a rent line high enough to assure an adequate cash flow to cover the cost of rehabilitation and permit adequate maintenance. Funds available under these programs, however, are very limited and, at present can only play a minor role in the neighborhood's total rehabilitation needs.

Section 8 subsidies should be used for rehabilitation projects in preference over new construction. The buildings which should receive priority are the vacant apartments along Huntington Avenue between the Riverway and Brigham Circle, the vacant apartments along Wait Street and the RTH housing on Francis Street and Fenwood Road.

The increasing number of subsidized housing units in place and proposed for Mission Hill should be carefully monitored for possible effects on the existing housing stock.

3. Emphasize Neighborhood Improvement: Enforcement of occupancy regulations, code enforcement for problem absentee-owned structures, securing or clearance of abandoned buildings, restoration and improvement of vacant lots by the BRA Open Space Management Program and renovation and modernization of the public housing projects will help to upgrade residential neighborhoods and generate confidence in the future of Mission Hill.





The BRA's Open Space Management Program has assisted the residents of Mission Hill by the cleaning and fencing of problem vacant lots.

4. Provide New Capital Investment: Reconstruction of streets and sidewalks, repair and replacement of sewer and water systems, improvement of street lighting and capital investment in parks, schools and other public facilities demonstrate continued confidence by the City and, when coupled with other preservation and revitalization programs, can have a significant positive impact on an area. Because of the limited funds available, all near-term capital investments will, of necessity, have to be limited and should be allocated to high priority needs and programmed on a systematic basis. Longer term capital expenditures may need to be considered for replacement of the outmoded Farragut School.

Maintenance of parks and playgrounds should be improved, funds should be allocated to improve Parker Hill playground and recreation areas within the Mission Hill Projects, and more frequent police patrols after dark could be utilized to eliminate some of the vandalism that occurs. One way to improve park maintenance may be to place that responsibility on the neighborhood; a pilot program should be established whereby the Parks Department contracts with a recognized community group to provide maintenance for a park or playground which is presently in poor condition. This should increase community involvement with the facility, result in improved maintenance and provide additional jobs for community residents. The Boston Conservation Commission should consider acquiring part of the Quarry site because of its unique natural features.

#### 5. Encourage New Private Invest-

ment: The construction of new housing is a vital component in providing for the needs of the district. The Mission Park development, which provides 775 units of subsidized mixed income housing, is an important accomplishment and will help to stabilize the RTH neighborhood. There are at least two additional locations which could accommodate new mixed income housing: (1) the Back of the Hill site owned by Lahey Clinic and Ruggles Street Baptist Church and (2) the Ledge site owned by Harvard University. An application for 125 units of Section 202 elderly housing on the Back of the Hill has recently been approved. New proposals for additional housing should be developed, but, as noted above, rehabilitation projects should receive priority for the limited Section 8 funds available.

6. Initiate Public Relations Efforts: The City should initiate a positive public relations campaign about Mission Hill highlighting the unique attributes and positive accomplishments in the community. Recent City publications such as Boston's Triple-Deckers (brochure and poster) and the Living in Boston booklet have increased interest in Mission Hill as a residential neighborhood. Mission Hill businessmen, institutions and other organizations should also be encouraged to undertake positive promotional efforts. These positive efforts can help to promote pride and confidence on the part of current residents and encourage new families to seek housing in Mission Hill.

7. Encourage Historic Preservation: The City and community groups should work closely to identify potentially significant historic structures and develop a realistic program to preserve their distinct qualities. The City of Boston Landmarks Commission should prove helpful in this undertaking.

#### **B. COMMERCIAL CENTERS**

The neighborhood business district which centers on Brigham Circle should receive intensive efforts from the City to prevent further decline and improve existing conditions. These efforts should focus on the provision of organizational and marketing assistance to the business community.

The decline of Brigham Circle is not unusual in the era of "one stop" shopping at large outlying chain stores. The convenience of ample free parking at chain stores and variety of merchandise available in regional shopping centers make these facilities more attractive to those with automobiles. With a loss of clientele to outlying stores, the neighborhood store operator is often faced with diminishing sales and increasing costs. A typical response has been to reduce costs at the expense of service and quality, thereby decreasing the attractiveness of the merchandise to the remaining customers and setting into motion a cycle of decline. However, the convenience of Brigham Circle, especially for the elderly or those without automobiles, requires that it be upgraded and a balance of stores be

provided offering the basic goods and services.

Brigham Circle has experienced a number of problems over the past few years including a rising incidence of crime and burglaries, inadequate lighting, severe traffic congestion, poor storefront maintenance and a declining number of customers.

Although it has a low vacancy rate, a central issue is how to make Brigham Circle more competitive with outlying stores so that residents will utilize the shops and services close at hand.

Along with this assistance, programs such as the police foot patrol and Team Police should be continued. Planned improvements to Huntington Avenue should be developed carefully to improve the viability of the business district.

The growing retail area centering on Brookline Avenue in the Medical Area serves the substantial employee population in this section of the neighborhood. The continued development of such facilities should be encouraged. Marketing and planning of these new retail spaces should be carefully managed to prevent damage to the Brigham Circle area.

#### C. JOB AND ECONOMIC DEVEL-OPMENT OPPORTUNITIES

In view of the intensity of institutional activity in place in Mission Hill, economic development should focus on the revival of the neighborhood business area and the use of the small development parcels which will be created with the Southwest Corridor Project. These parcels (centered on the Tremont Street station) should be developed carefully with close attention to their possible negative effects on the existing business community.

The employment resource available in the presence of the medical institutions is a possible area of cooperation between the community and the institutions. Discussions should be held to explore job training and placement activities available to community residents.

#### D. INSTITUTIONAL EXPANSION

The Mayor's policy statement of September, 1970 on medical and edu-



Controlling institutional expansion requires close City and community cooperation.

cational institutions serves as a guide for institutional development, and deals with the issues of taxable land, demands on City service systems, the size and character of the City's housing stock and the impact on, benefits to and consultation with surrounding neighborhoods. Based on this statement, the City should require that any future development or building conversions be accompanied by a master plan for that institution agreed upon by the City.

The City's major control is through zoning; however, some modifications to the existing code are necessary. A zoning amendment proposed by Fen-PAC, making hospitals a conditional use where they are now allowed, was considered by the Zoning Commission and rejected. This proposal should be reinstituted and the City, the community and the institutions should work to ensure its passage. The City should use its zoning powers to guide institutional development and reduce the size of a proposed project, if necessary, and reject a poorly conceived or inadequately planned project.

Policies should be developed and enforced concerning land use, limits on development, retention of open space, building heights and relationships and transportation problems. With regard to transportation, a definitive circulation and parking plan should be developed and implemented, public transportation and access to it should be improved, the residential parking sticker program should be more widely utilized and an improved ticketing and towing program should be implemented. The use of public transportation should be encouraged and supported. A program for increasing the comfort and convenience of waiting riders should be developed and implemented.

# E. PUBLIC FACILITIES AND PUBLIC IMPROVEMENTS

Mission Hill's public facilities are generally old and suffering from a lack of maintenance. While funds for new facilities are limited, existing facilities could be restored and expanded.

The Farragut School should be studied for possible rehabilitation or replacement. The McLaughlin Playground should be improved and enlarged as recommended by the BRA's Boston Urban Wilds Study. The need for new tot-lot facilities should be explored and funding sought for provision of these facilities.

The community and the neighborhood's institutions should explore the possibility of coordinated and cooper ative recreational facilities.

# F. TRANSPORTATION IMPROVEMENTS

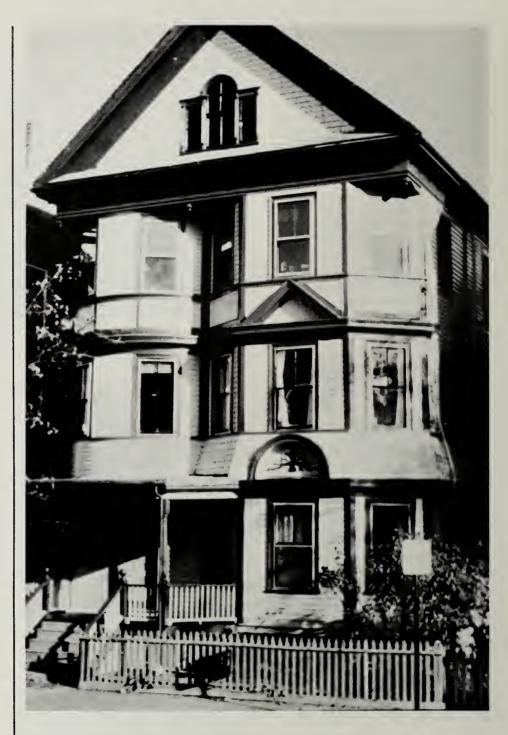
The Mission Hill/Medical Center Area transportation system needs improvement, not from a deficiency in the system itself but from the pressures put on that system by an overreliance on the automobile.

The institutions in the neighborhood should be encouraged to institute a variety of alternative transportation methods in order to reduce the negative impacts of the automobile on the community.

Circulation improvements should be made to improve the Arborway line service and reduce pedestrian/vehicle conflicts at Brigham Circle.

# G. IMPROVED HUMAN SERVICES

Since the Community Development program is primarily a housing and physical development program, only those human service programs for which there is a clear and compelling need, have a direct relation to other CD goals, and have significant community support should be funded from the CD budget. The areas of health care, day care, and youth and elderly services should be thoroughly evaluated by the City with respect to the effective provision of services and the changing needs of Mission Hill. Programs and funding levels should be reflective of these guidelines and evaluation so that the provision of key services will effectively respond to the needs of the residents of Mission Hill and contribute to neighborhood stability.



### IV. Summary of Proposed Three-Year Improvement Program

#### A. COMPREHENSIVE DEVELOP-MENT STRATEGY

Improvement activities in Mission Hill during the next three years (1979-1981) should strengthen neighborhood confidence by reinforcing strengths and improving conditions in declining areas. The Neighborhood Improvement Program for the next three years must address the issues of residential disinvestment, institutional expansion and the decline of Brigham Circle. Conditions at the public housing projects must also be improved through the Boston Housing Authority and the Federal government in cooperation with the City.

Increasing emphasis by the Federal government on the coordination and concentration of Community Development Block Grant funds may cause some redistribution of funds within the neighborhood. The limited amount of funds available makes the selection of project areas a critical issue. The considerations in the selection process should include the general condition and needs of the area as well as the size and number of vacant multi-family units in the area and the ability to match public investments with committed or potential private investments.

#### **B. MAJOR OBJECTIVES AND PRIORITIES FOR PUBLIC FUNDS**

#### 1. Residential Disinvestment

The City's Housing Improvement Program (HIP) and the Neighborhood Services Program (NHS) have had a limited but useful impact in Mission Hill. The HIP and NHS programs should be continued; however, because of the limited impacts they have had on badly deteriorated buildings, modifications to these programs and new programs designed to deal with problem structures should be developed and funded. The City should also evaluate the need for programs to overcome language and cultural barriers which may inhibit participation of the Spanish population in housing programs and should initiate programs to overcome those barriers.

The demolition and boarding program should be continued. Funds for boarding approximately 24 structures and demolishing approximately 30 hazardous structures should be allocated over the next three years.

In 1975-76, almost \$2.5 million was allocated from CD funds for renovations at the Mission Hill Projects and additional funds were allocated for "breakthrough" rehab to combine and enlarge existing units; however, the need for improvement of living conditions is still great. The expenditures in the past years have been extensive, but, generally the improvements have represented a piecemeal approach to the problems in the projects. A comprehensive plan should be jointly completed by the BHA, the tenants, the BRA and the Mayor's Office to outline an overall management, modernization and security program for the housing project in the next three years. Funds should then be allocated for housing and recreational facility improvements.

The reconstruction of residential streets and sidewalks, the installation of street lights and street trees and the cleaning and replacement of sewer and water lines play an important part in maintaining neighborhood confidence and in leveraging private investment. An inventory of existing conditions and specific needs on all Mission Hill streets should be completed in the next three years and a phasing plan for improvements developed and implemented. Approximately \$1,000,000 should be allocated over the next three years to continue the construction and repair of Mission Hill's public works facilities on a systematic basis.

Recreation facilities in Mission Hill are heavily utilized and need to be regularly maintained and repaired. Funds should be allocated to improve Parker Hill playground. The City should monitor demographic changes and update its facilities to address developing or changing needs.

Major public facilities in Mission Hill such as schools and libraries are old and deteriorating. A thorough evaluation of their useful life, need for repair or replacement and reuse potential should be undertaken in the immediate future. Programs for new construction or renovation should be reflective of these findings and funding allocated for 1979-1980.

Reuse of vacant land in Mission Hill is a need which should be addressed in the next three years. The means for reusing smaller sites include sale to abutters, private development where appropriate, provision of parks or tot lots, victory gardens, etc. A study should be prepared to identify these lots and their potential uses and funds allocated in 1979-1980, if necessary.

The large vacant sites in the area need extensive planning and new development. The Back of the Hill encompasses 23 acres of vacant land primarily owned by Lahey Clinic and Ruggles Baptist Church. An earlier BRA review of the Back of the Hill site indicated that a multi-use development, primarily residential, was appropriate and that the Lahey Clinic "bowl" portion at the corner of South Huntington Avenue and Heath Street should be developed initially. A proposal for 125 units of Section 202/8 elderly housing for the "bowl" site has been prepared and approved by the Federal government. A less detailed proposal has been submitted for subsidized family units in an adjacent portion of the Lahey property. Full development of the Back of the Hill may require allocation of City funds for infrastructure improvements (streets, sidewalks, sewers, etc.). The City has indicated a concern over the addition of subsidized new construction in Mission Hill and would prefer a more market-rate orientation to any new development.

The Harvard-owned Ledge site with over 7 acres of vacant land, ledge and commercial buildings in Brigham Circle presents a significant multi-use development opportunity. The rock outcroppings and the level area near St. Alphonsus Street should probably be reserved for open space or public use. The lower portion of the site at Brigham Circle should be redeveloped for residential and commercial purposes to strengthen the Brigham Circle commercial area. City funds, if necessary, should be used to purchase the areas to be preserved for open space, recreational or other public uses.

To create public awareness of Mission Hill as a good place to live, shop and raise a family, the City should initiate

positive public relations efforts (especially with banks, realtors and other key actors) and funds should be allocated for this effort in 1978-1980. Mission Hill businessmen, institutions and other organizations should be encouraged to undertake positive promotional efforts; the need to establish a program to leverage private funds for this effort should be studied and funds allocated in 1979-1980 if necessary. Recent City publications, such as Boston's Triple-Deckers and Living in Boston have generated interest in Mission Hill and Boston's neighborhoods in general. The desirability of a Mission Hill poster should be explored by the community and the City.

#### 2. Decline of Brigham Circle

Recent public expenditures for foot patrolmen and lighting have helped to improve Brigham Circle. The foot patrol program has been successful and should be funded for 1978-1980. Funds should be allocated in 1979-1981 for amenities in Brigham Circle and for the RESTORE program so that merchants in Brigham Circle can avail themselves of the 20% cash rebate and technical assistance program for improving their storefronts. Merchant and shopper surveys and market studies should be initiated. A major factor in Brigham Circle's revitalization is the reuse of the Ledge site. The City should assist in reuse studies and closely review all proposals for development. Plans for major traffic improvements at Brigham Circle should be prepared.

#### 3. Institutional Expansion

The strategies designed to deal with institutional expansion are primarily concerned with setting policies and exerting controls and do not require specific expenditures. The resident parking sticker program should be monitored for its effectiveness.

### C. THREE-YEAR PROGRAM SUMMARY TABLE

Issue	Strategy	1978 Investment Program	Proposed 1979-1981 Neighborhood Improvement Program Activities
1. Residential Disinvest- ment			
a. Restrictions on mort- gage & home im- provement loans avail-	Increase and stabilize neighbor- hood mortgage and home im- provement assistance.		
ability	Provide rehabilitation incentives.	H.I.P \$65,000 N.H.S \$50,000	Continue support of N.H.S. Continue 20, 40, 50% H.I.P. Provide Section 8 & Section 707 sub- sidies. Continue evaluation of HIP Program.
b. Presence of blight- influences	Securing or clearance of aban- doned buildings.	Boarding and demolition - \$90,000	Clearance of 45 additional abandoned buildings. Securing of 30 additional abandoned buildings.
	Rehabilitation of abandoned buildings.		Provide Section 8 subsidies and other development.
	Restoration and improvement of of vacant lots in residential areas.	Open Space Management - \$30,000	Restoration/improvement of 45 addi- tional vacant lots. Market vacant parcels.
	Hold sizeable and/or important city-owned vacant areas for future sale or development; transfer these vacant lots to the BRA Open Space Management Program.		Continue allocation of funds for Open Space Management Program. Develop long range reuse plan.
	Rehabilitation of public housing.	Mission Hill Housing Project (Main and Extension) \$130,000 (Open Space, Building 19, Exten- sion renovations).	Renovation & modernization of public housing units & overall environment at Mission Hill Main & Extension. Improvements to recreation areas. Prepare management & security master plan.
	Code enforcement of problem buildings.		Provide staff support for code enforce- ment Program.
c. Need for Capital Im- provements	Capital expenditures to strength- en neighborhood.	Street lights, sidewalks and street improvements \$283,200.	New street and sidewalk reconstruc- tion, street lighting, street trees, sewer & water line improvements. Coordina- tion of various City programs max- imum impact.

Issue	Strategy	1978 Investment Program	Proposed 1979-1981 Neighborhood Improvement Program Activities		
	Improve parks and playgrounds.		Improvement at Parker Hill Playground.		
			Improve maintenance.		
d. Need for new housing	Encourage private development.		Back of the Hill; Ledge site.		
e. Illegal Occupany	Enforce action program for reso- lution efforts.				
f. Misunderstanding & misrepresentation of the neighborhood	Initiate positive public relations efforts.		Funding for public relations efforts.		
2. Commercial Center Decline	Maintain police foot patrols in commercial centers.		Provide funding for continuation of foot patrolmen; extend limits of		
	Improve lighting		coverage.		
	Enforce parking regulations				
	Reduce traffic congestion		Urban System Projects, planning for Phase III Huntington Avenue im- provements.		
	Stimulate/attract new business	Shuttle bus - \$25,000			
	Reuse key parcels: Ledge site		Preparation of planning analysis; ac- quisition of portions of site if necessary.		
	Strengthen businessmen's associa- tion				
	Develop plans for pedestrian im- provements		Provide pedestrian components.		
	Encourage storefront rehab		RESTORE — Storefronts Improve- ment Program.		
	Market study to direct revitaliza- tion efforts	Marketing and business develop- ment specialist - \$18,000	Conduct market study; assess current mix of stores.		
3. Institutional Expansion a. Lack of Master Plans	Require funding development proposals to be accompanied by Master Plan prepared by institu- tion.				
b. Traffic Congestion	Develop transportation plan & in- stitute necessary improvements.		Develop definitive circulation and parking plan; implement necessary im- provements, particularly Longwood and Brookline Avenue widenings.		
c. Illegal Parking	Utilize & enforce resident parking sticker program; improve ticketing and towing program.		Provide funding for necessary person- nel and equipment to improve ticketing and towing of illegally parked vehicles.		
d. Need to guide develop- ment	Develop and utilize city policies to guide development.		Develop policies on land use, limits of development, retention of open space and building heights and relationships.		
	Modify zoning code where neces- sary.		Support passage of zoning amendment to make hospitals conditional uses		
	Utilize existing zoning powers to guide development.		where now allowed.		
4. Human Services		Hennigan School - \$20,000 Senior Shuttle - \$17,000			

e.

### **V.** Appendices

#### A. NEIGHBORHOOD HISTORY

Mission Hill, once part of the town of Roxbury, was annexed to Boston in 1867. The earliest settlements were farm estates dating from the Colonial period and they determined the character of the area until the 1860's. In the period from 1860-1880 streetcar service and sewage systems were extended to Mission Hill and induced the first major increase in population. Scattered housing was built on the slopes of the Hill and German families who worked in the local breweries settled around the base of the Hill. Mission Church was founded in 1869 and the existing stone church was constructed in 1878 to replace the original wooden building.

From 1885 to 1895 Mission Hill experienced a building boom that involved the construction of a large number of low cost frame houses. During this decade, new streets opened and public transportation shifted from the horse drawn car to an electric car line, which by 1894 was in operation along Huntington Avenue and in 1899 extended along Brookline Avenue. By the end of the century, Mission Hill had become a homogenous Irish-Catholic community.

Before 1900, the Convent (House of Good Shepherd), New England Baptist Hospital and the Martin School were the major institutional uses in Mission Hill. After 1900, institutions moved from their downtown locations to the Mission Hill/Medical Center Area due to their need for larger facilities and because of the availability of low priced vacant land accessible to public transportation. In the period from 1905-1926, the great majority of medical and educational institutions in the area completed their initial construction with most of the hospitals being built on the 26 acre site Harvard purchased from the Francis estate.

From 1926 until the present, Mission Hill has experienced extensive institutional construction and limited residential construction. The Medical Center Area has undergone a continuous expansion of medical and educational facilities with the predominant mode being an increase in density on already established sites, but with some expansion involving the demolition of residential buildings and the use of other non-institutional property. Residential development, on the other hand, has been limited and concentrated in three major areas: (1) Mission Hill Main and Extension; public housing projects completed in 1940 and 1952 and containing 1,611 units; (2) Whitney Redevelopment Project (Charlesbank Apartments, Back Bay Manor and Franklin Square Apartments), Mission Hill's only redevelopment project, completed in 1965 and containing 600 non-subsidized units and (3) Mission Park, a publicly subsidized mixed income project containing 775 units.

#### B. LIST OF 1975-1977 NEIGHBORHOOD IMPROVEMENT ACTIVITIES

PROGRAM	Status
Programs funded by Community Development Block Grant	
HOUSING PROGRAMS	
HOUSING IMPROVEMENT PROGRAM (HIP), including	On-going
50% rebate for the elderly (Year II funds budgeted from the Jamaica Plain office) Matching grant to Neighborhood Housing Services revolving loan fund program for home improvement	On-going
Renovation of public housing at Mission Hill and Mission Hill Extension: Window replacement, elevator repairs, security screens,	In progress
roofing and internal systems Clearance of unsafe, abandoned and dangerous buildings	On-going
NEIGHBORHOOD BUSINESS DISTRICT PROGRAMS	
Foot patrol (Brigham Circle)	On-going
CAPITAL IMPROVEMENTS	
PARKS:	
Parker Hill and Tremont Playgrounds Parker Hill Little League diamond restoration	Complete Complete
PUBLIC WORKS:	
Improved street lighting on Tremont Street from Brigham Circle to Roxbury Crossing Residential street lighting Sidewalk reconstruction (residential) Residential street reconstruction Back of the Hill marketability study — conducted by the BRA	Complete Complete Complete Complete

#### **NEIGHBORHOOD SERVICES**

Senior Shuttle

Programs funded by the City's capital budget and other funds

#### **CAPITAL IMPROVEMENTS**

Parks: Jefferson Playground - play equipment complex Mission Hill Playground

Public Works: Residential sidewalk reconstruction

#### C. COMMUNITY PARTICIPA-TION OPPORTUNITIES

#### 1. Introduction

There are many ways in which the Mission Hill community shapes and directs growth within its neighborhoods and commercial centers. Planting shrubs along property lines, utilizing the Housing Improvement Program, and voicing concerns at zoning hearings all affect the type and quality of life in Mission Hill. There are, however, several opportunities for community action at a larger scale which can effectively have a longterm impact on the growth of the community.

#### 2. Zoning Changes

Zoning is a legal tool used to shape land use patterns and regulate the scale of development within given boundaries. The zoning districts in Mission Hill have served the community in establishing residential and commercial uses that are reasonably consistent in scale and density. In the last ten years, changes in residential, commercial and industrial demands have led to a breakdown, in some instances, of zoning functions. Frequent zoning variance applications and the encroachment of non-compatible uses upon one another indicate a need to re-evaluate the existing zoning and make appropriate changes in the designation of zoning areas.

The procedures for changes and modification of the Boston Zoning Code are well established. The following is an outline of the procedures:

a. Change of Zoning (Procedure A)

(1) Proposed zoning change is presented to the BRA Board for approval.

(2) BRA Board recommends change to the Zoning Commission.
(3) Zoning Commission holds public hearing following advertisement and notification of appropriate parties.
(4) Zoning Commission can pass measure with seven affirmative votes.
(5) Ordinance goes to the Mayor for his approval or veto. (Veto can be overridden with nine affirmative votes of the Zoning Commission.)

b. Change of Zoning (Procedure B)

 (1) Citizen group request hearing before the Zoning Commission.
 (2) Zoning Commission asks BRA for recommendation.
 (3-5) Same as procedure A.

The BRA will conduct an evaluation of present zoning in target areas throughout Mission Hill. Information will be presented at a community meeting along with recommendations for changes. The BRA Neighborhood Planner will hold a series of working meetings with community representatives and the Little City Hall to consolidate a number of zoning change recommendations which are both warranted in a technical evaluation and supported by the Mission Hill community. The procedure for a change in zoning can then be initiated.

#### 3. Community Development Block Grant (CDBG) and Capital Budget (CB) Proposals

The CD program involves the distribution of Federal funds that come to the City with Federal requirements that certain neighborhood improvement activities and citizen participation be carried on under the program. The use of CD funds are primarily limited to housing, neighborhood improvements and public services in low and moderate income neighborhoods of the City.

The City's annual Capital Budget (CB) is usually determined at the same time that the CD budget is formulated. The City raises CB funds by selling tax exempt long-term municipal bonds to private investors to fund capital improvements such as schools, public buildings, parks, streets, lighting and underground utilities.

The City's annual process for determining both the CD and CB budgets includes the following steps:

1. An initial neighborhood hearing is held in each Little City Hall district to explain funding requirements for the program, report on the past year's projects and present the proposed neighborhood profiles (October or November).

2. A second neighborhood hearing is held to receive and discuss neighborhood proposals for funding the next year (November or December).

3. The Little City Hall Manager, Office of Program Development (OPD) Programmer and BRA Neighborhood Planner meet to review funding requests and prepare a proposed Neighborhood Improvement Plan (December and January).

4. The proposed Neighborhood Improvement Plans are presented to the Mayor's Neighborhood Development Council (NDC) for approval. This group is chaired by the Deputy Mayor for Fiscal Affairs and includes two additional Deputy Mayors, the Mayor's Housing Adviser and Directors of the BRA, Office of Public Service and Office of Program Development (January or February).

5. Upon approval of the NDC, the

On-going

Complete Complete

Complete

proposed Neighborhood Improvement Programs are submitted to the City Council for their review and approval (February or March).

6. The City Council holds a series of neighborhood hearings on the proposed budgets. It then approves the budgets with amendments based on opinions voiced at the hearings (March or April).

7. The Mayor reviews and approves the final Neighborhood Improvement Plans (April).

8. The proposed CD application and budget is submitted to the U.S. Department of Housing and Urban Development for its review and funding (May and June).

9. The CD funds become available for spending (July 1st).

#### 4. Southwest Corridor Project

The Southwest Corridor Project will result in the relocation of the MBTA's Orange Line from Washington Street and the AMTRAK lines to depressed right-of-way near the location of the present Penn-Central embankment. The citizen participation mechanism for this project is the Station Area Task Force. The SATF's represent the neighborhoods surrounding each of the two stations to be located in Mission Hill.

The SATF's discuss and review issues regarding station design, development potential and other items of community interest. Citizens wishing to participate in their SATF should contact the Southwest Corridor Project office at 722-5834. 5. Summary The planning process is ongoing. Day-to-day decisions make up one part of the process. By establishing medium- and long-range goals for the community's growth, these day-to-day decisions and comprehensive planning programs can reflect the values and desires of the Mission Hill district.

Community participation in both the procedures for change and program development are vital in maximizing the benefits of a comprehensive planning process in Mission Hill.

#### **CITY OF BOSTON**

Kevin H. White, Mayor

#### **BOSTON REDEVELOPMENT AUTHORITY**

Robert L. Farrell, *Chairman* Joseph J. Walsh, *Vice Chairman* James G. Colbert, *Treasurer* James K. Flaherty, *Assistant Treasurer* James E. Cofield, Jr., *Member* Kane Simonian, *Secretary* Robert J. Ryan, *Director* 

#### **NEIGHBORHOOD PLANNING PROGRAM**

Roy Bishop, Director James Baecker, Assistant Director Brian Collins, Mission Hill/Medical Center Planner